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national capital plan issue

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the national capital's future

Just three years ago the Community Planning Association of Canada came into being. Those who brought that event about were struck by the constancy with which planning proposals — failing to gain the interest, study and active devotion of a wide public — were doomed to the limbo of dormant official documents.



Ten months earlier, the intention had been announced to undertake in the National Capital a continuing development to be dedicated to those who made the supreme sacrifice for Canada's security — and to be designed in response to

community planning association of canada, ottawa

Canada's growing stature. Never had such official support, study resources and creative opportunities been presented for the planning of a Canadian centre.

In our short publishing life, no proposals of wider interest or greater technical complexity have been presented than those embodied in the Preliminary Report on the Plan for the National Capital. These pages are meant merely as a first transaction upon the Consultant's recommendations; in them we have invited a highly qualified observer to present his summary views.

We hope for and anticipate further exchanges — for it is only by such a process that the lodestone of proposals will ever be smelted to become the stanchions of a major city and a democratic capital.

the preliminary report on the plan for the national capital of canada

a review by Prof. Harold Spence-Sales

The destiny of Ottawa became apparent when the rivalry between Montreal and Toronto for the claim to be capital city of United Canada led to its choice as a seat of government — the selection of Ottawa to fulfil the role was essentially a political compromise. Confederation exalted its role to the dignity of the capital of the most extensive country in the American hemisphere. The recent emergence of Canada as an eminent power in the modern world has set the seal to its fate as a governmental city of international importance. The realization of the great beauty of its setting and of its growing significance as a capital city has inspired many with the desire to mould its character and to enhance its appearance. Sir Wilfrid Laurier is said to have exclaimed that Ottawa should become the Washington of the North and his successors in office have added lustre to the cry. A climax to the ambitions to create a seat of government appropriate to the stature of Canada has been reached in the presentation of a plan for the National Capital prepared by Mr. Jacques Gréber, the distinguished French urbanist. The Preliminary Report on the Plan has been endorsed by the National Capital Planning Committee and the Federal District Commission*, and was tabled in the House of Commons on April 29th by the Prime Minister.

The event is of great significance: it concerns the nation as a whole, not merely because national revenues may need to be expended upon the realization of the proposals, but because of the symbolic associations coupled with the re-creation of the National Capital.

The magnitude of the proposals in effect aims at the complete transformation of the cities of Ottawa and Hull and their surroundings. As a whole the plan is essentially visionary — not in the cynical sense that it is unattainable but in the truer meaning of the word: presenting a synoptic view of a magnificent objective. The genius of the planner has brought forth a vision of a capital city of great beauty and elegance — which the model of the urban area so clearly reveals. The proposals portray the great creative skill with which Mr. Gréber has achieved a pattern of a governmental city of unique and stately qualities.

*The Committee is an *ad hoc* advisory body; the Commission is the executive body responsible for Crown lands in the capital district.—Editor

Harold Spence-Sales is Chairman of the Physical Planning Committee, McGill University. He practised architecture and town planning in Britain before the war; during it he directed a building program for the Ministry of Works. Later he served in the Ministry of Town and Country Planning, and in the examination of proposals for the redevelopment of bomb-damaged cities.

But beyond the image of the city as a majestic seat of government there lurk forebodings arising from the very ideals that may have determined the conception of the plan. I fear that visual beauty may have been achieved at the expense of the vigour and vitality of the city; that urban needs may have been subordinated for the sake of civic adornment. Such sentiments do not disparage the heroic qualities of the proposals for the National Capital, but raise the issue that a compromise should be arranged — between the attributes appropriate to a governmental city on the one hand, and on the other, those that befit its vigorous urban life. It is to be borne in mind that should the National Capital attain a population of 500,000 by the end of this century it will still be a small city as capital cities go, and that pomp and circumstance need to be carefully measured to be worn with dignity upon its slender shoulders!

the main proposals

The capital city lies within a setting of 900 square miles of beautiful country known as the National Capital District. The urban area of the capital is to be a single unit three times as large as Hull and Ottawa and their present environs, surrounded by a green belt devised to protect the countryside from urban encroachments. The extent of the ultimate urban area is determined upon an assumed increase in population from 238,000 to about 500,000 by the end of the century, and upon very generous provisions to satisfy some of the urban needs of a city of such proportions together with expanding governmental needs. The pattern of development is planned on the principle of a distribution of twelve communities of about 40,000 persons, containing neighbourhoods of not more than 7,000. The overall densities of the neighbourhoods are prescribed.

The network of railways that entwines the cities of Hull and Ottawa is to be redesigned so as to form a loop more or less surrounding the capital, and along which the main industrial areas (amounting to 4,000 acres) are to be provided. The road system is to be reorganized on an impressive basis of avenues, parkways and broad thoroughfares using in part the railway rights-of-way that are to be abandoned. Overall, the scenic qualities of the Ottawa River and its tributaries, and the arresting natural features in the setting of the city are to provide striking amenities

of great spaciousness. A significant item in the proposals is the creation in the Gatineau Hills of a Memorial Terrace from which the evolution of the Capital may be viewed!

The general impression of the plan is of a sweeping but sensitive spatial arrangement in which a wealth of elements — extensive provisions for residential and industrial needs, great parks, public and cultural buildings, monumental avenues and majestic scenic areas — are woven into a compact and eloquent pattern. This very attribute of the plan raises significant issues.

a single urban unit

As a whole and in its details, the plan is in marked contrast to contemporary technical practices based on the evolution of cities on the American continent. Such practices may of course have a limited bearing upon the planning of a capital city in the grandiose sense; but they do recognize the critical aspects of city structure. The most general of these is the trend of expanding cities to evolve a form in which the established central core increases in size and density, but is accompanied by the decentralization of residential development in scattered clusters. The motivating purpose of this satellite growth is to escape urban confinement by creating smaller units of specific identity within more open surroundings. Though Hull and Ottawa are comparatively small, their development already indicates more than a mere suggestion of detached clusters. In principle the proposal for the urban area of the capital denies the concept of satellite evolution; growth instead is intended to occupy a single and somewhat uniformly compact area within precise limits. In the proposals the countryside is considered of paramount significance, and urban development is to be kept within the bounds of a buffer-like green belt. Though the projected urban area allows for a great expansion of present development, and is designed as an arrangement of well equipped neighbourhoods surrounded by extensive open space, it establishes in essence a totally different form of evolution from satellite growth. The proposals aim at the opposite ultimate objective — a single and contained unit of development.

It seems a curious distinction that with its vast and inspiring countryside, the National Capital should require to assume a form more applicable to the European scene where a dramatic conflict exists between a critical shortage of land for agricultural purposes on the one hand and urban needs on the other. An urban fence would seem to have no place in the treatment of Canadian cities! It is not suggested that shapeless development be encouraged, but rather the reverse. The plan might have achieved greater precision, a more human scale, and even greater effect in dealing with the preservation and enjoyment of the countryside had a pattern of dispersed clusters been advocated. Only when the population of the capital grows far beyond 500,000 — and the spacious urban area and its surrounding green belt are no longer able to contain such an increase — do the proposals admit that satellite development may be necessary. An eventuality unforeseeable for generations!

In contrast to the type of dispersal which the organic life of any city may require, the expression of civic qualities commensurable with the concept of capital city may need a particular form of concentration. The great capital cities express their governmental characteristics within confined areas, where dramatic value is achieved by contrast to prosaic surroundings — elegance exists in contrast

to enveloping mediocrity, spaciousness in contrast to congestion. The plan for the national capital on the other hand aims at attaining its character by a ubiquitous coverage of majestic elements — a profusion of monumental arteries, a wealth of stately buildings set in spacious surroundings in almost every quarter of the city. Such a treatment naturally requires the confines of the city to be limited as a citadel within a moat; but in doing so it would deprive the city of human intimacy and focus. A sterility might easily result from the very liberality of the proposals, and the high standards advocated for environmental conditions. Our National Capital is a small city that can support only a limited amount of grandeur, or become a hollow spectre.

The contents of the proposed urban area call for a close scrutiny which is rendered difficult by the absence from the report of sufficient quantitative data of existing conditions, and their potential trends. The existing urban agglomerations contained in the capital have distinct and unique attributes complimentary to one another. Each is a labyrinth of involved and elusive urban conditions. The analysis of the forces at play determining their existing characters — and moulding their future patterns — calls for studies of a specialized order. A report need not describe the findings of such investigations in detail; but critical conclusions, emanating from researches and determining the decisions upon which the plan rests, must be expressed — only thus may the proposals be judged. Generality founded on superficial examination or intuitive reaction provides an insecure basis upon which to determine salient issues on the future pattern of a city. Without evidence of conclusions based on searching inquiries it is difficult to avoid the impression that the ordinary urban requirements of the city have not been recognized.

The residential needs of the capital are provided for in 78 neighbourhoods, clustered within the urban area to form communities. The proposals aim at a redistribution of existing population by reducing the density of central sections and slightly increasing those of surrounding areas. The more central neighbourhoods are to have a gross density of 41.4 persons per acre, diminishing to 12.3 persons per acre as the neighbourhoods spread outwards towards the green belt. Within the green belt itself residential development may be permitted in the form of large estates or at a density of one dwelling per acre.* The spatial allowances within each neighbourhood for social, educational, recreational and other needs are most liberal. The attainment of the standards advocated will indeed provide most enviable environments within the neighbourhoods. Open spaces amounting in all to over 10,000 acres of parks and playgrounds will add greatly to the pleasure and beauty of the residential areas.

The very scale and spaciousness of the overall proposals for residential development raise two seemingly contradictory issues. The one suggests a general over-

*Densities in planning are variously designated. *Net* or 'building' density usually means the maximum number of persons or houses per acre of land available for private use; in reckoning *net* density, all thoroughfares, lanes, parks and other areas are excluded — even though such areas may be used largely by the immediate residents. (Thus, in Canada, *net* density on lots for detached houses may often be about 8 houses, or 30 to 35 persons, per acre.) *Gross* density is the number of intended residents per acre over large districts — and may be reckoned to include the areas for public institutions, parks and thoroughfares, no matter by whom such areas may be used.—Editor

a plan for the
**national
capital of
canada**

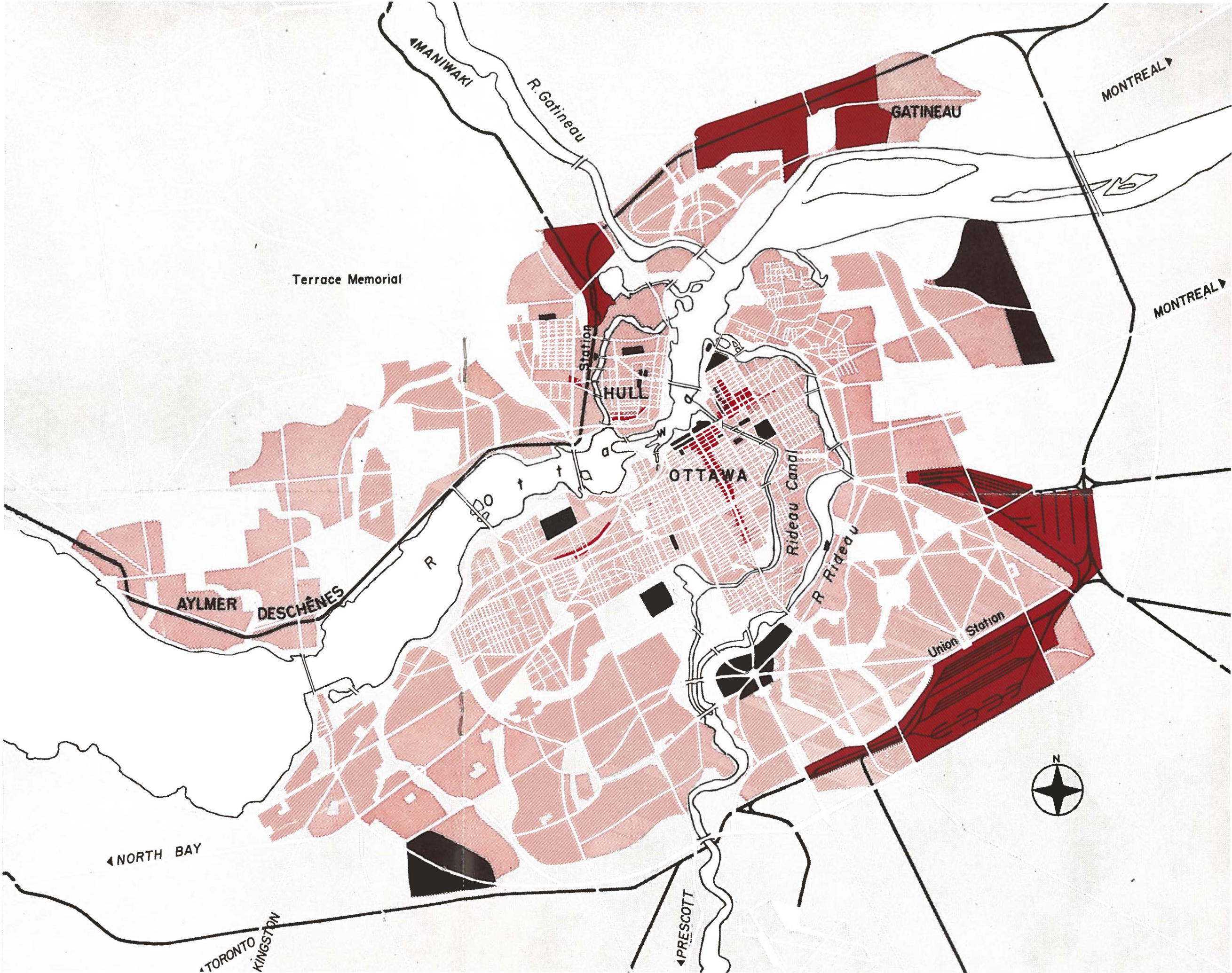
jacques gréber, consultant

especially drawn for *layout for living*
by the national film board
with assistance from the
national capital planning service

- MAIN PUBLIC BUILDING SITES
- INDUSTRIAL & RAILWAY SITES
- MAIN COMMERCIAL AREAS
- RESIDENTIAL AREAS
- RAILROADS
- MAIN OPEN SPACES



Frontispiece: Portion of magnificent 100-feet-to-the-inch model showing proposals for National Capital, as if seen from lower right corner of this plan, with Rideau River and entrance from Montreal in foreground.



allocation of land which even with most stringent controls may result in sporadic development and considerable loss of municipal revenue for a long period of time. The other suggests that though desirable gross densities may be applied to neighbourhoods as a whole, the reality may be a high degree of concentration in the more central localities because of the extensive areas of land for roads and non-residential uses to be taken into account. In one or two neighbourhoods a net density of over 100 persons per acre could in fact result if the overall disposition and balance of population advocated in the National Capital Plan are to be maintained. A degree of compactness no better than the worst existing conditions!

central and governmental areas

The central commercial areas of cities fulfil significant roles. In expanding cities the activities within central areas increase in volume, though with some variations according to the degree of decentralization occurring. The central area however remains a focus of urban interest creating a high degree of concentration of buildings, pedestrian and vehicular movement at a critical point in the urban pattern. The central areas of Ottawa and Hull already evidence near strangulation for lack of space and appropriate measures of control. With the ultimate growth of the national capital to at least twice its present dimensions, it may be expected that the central area — whatever its precise location — will be a significant feature of the city. The proposals for the national capital do not however indicate any measures for the treatment of central commercial areas. The only evident indices of control are measures of residential density applicable to the neighbourhoods which embrace the present central commercial areas. The lack of treatment of this critical element in the plan would suggest by implication that the role of the central area in the urban pattern proposed may have been regarded as an anachronism. The natural history of cities however denies the validity of such an assumption. A great opportunity for dealing with this complex subject has been missed. The application to this problem of the skill and daring evidenced in the other features of the proposals would have given the plan of the capital city one element of reality that it lacks.

The proposals for public buildings are on a vast scale — great government offices, monumental buildings of a national order, a wealth of civic buildings. The total amount of land to be occupied for such purposes is difficult to determine, but the government offices alone require over six square miles.

The erection of only a portion of the buildings would be a phenomenal happening in any great metropolis in the world. Perhaps no other single element in the proposals for the capital would so overwhelm the life of the city as the program of public buildings. Great government offices in almost every quarter of the capital, cyclopiian public buildings at every turn! A vast array of splendour in contrast to which houses and community buildings would no doubt be treated with appropriate touches of architectural meekness!

The plan proposes a wide distribution of governmental buildings. The basis of dispersal is obscure. The particular characteristic of governmental administration in Canada would seem by the very nature of federal and provincial relationships to be one of constant change and variation. This element of Departmental elasticity would seem to necessitate centralization of administrative quarters. The time taken in journeys by civil servants to dispersed governmental offices, in a city with considerable lateral spread, is likely to be a serious defect.

road, rail and park systems

The functional quality of the road system is difficult to grasp without forecasts of ultimate traffic — its anticipated volume, and origins and destinations. The pattern provides for a radial system of roads in which the inter-urban arteries penetrate to the central portions of the urban area; major diagonal traffic is served by main arteries and parkways; a circular route through the green belt provides by-pass facilities. The amount of land to be absorbed by the road pattern cannot be assessed, but the principal arteries have striking dimensions. For instance, the main eastern artery is designed to a width of 430 feet between property lines; the cross town parkway at a width of 400 feet; various boulevards are to have dimensions between 200 and 250 feet. These lavish widths are aug-

mented in various places by monumental treatments to provide civic qualities. In contrast, the present central commercial areas will have bearing upon them considerable volumes of traffic for which no provision is made — except that the *Report* implies the need for policing devices to avoid congestion. Elsewhere the general impression conveyed by the proposals is one of a rather over-designed street system which might profit well by simplification and the elimination of a number of multiple connections at intersections. The monumental elements in the traffic system are daringly and skilfully conceived. The parking problems seem to have been meanly treated — the only recommendation of principle made is for large buildings to provide their own parking space. One or two proposals are put forward for underground parking to serve specific buildings.

The remodelling of the existing railway system is regarded as the key to the plan — at a stroke it removes the fetters to the redevelopment of extensive areas. Such an attainment might appear impossible but for the fact that the existing network creates an almost insuperable bottleneck to the trans-continental railways. Substantial expropriations have already been made to pave the way for a gradual adjustment of the railway system. The re-alignment of the railways is already being achieved! The improvements to be affected may be satisfactory for railway purposes, but fail to fulfil their time-honoured function of depositing passengers in close proximity to the centres of cities they serve. The position of the proposed union station is about 4 miles from the core of the capital — a distance that might readily take 10 minutes to cover even along the most efficient urban arteries. It would be of great interest to know if the location of the railway loop preceded the determination of the limits of the urban area.

The National Capital has a rich heritage of open space in the form of parks and parkway belts, achieved by fifty years of local and national endeavour. To this legacy is to be added yet greater wealth. The proposals for open space are indeed magnificent and have been designed with consummate skill. The total area of open space within the urban boundary will amount eventually to over 10,000 acres. It is to be laid out in public gardens, urban and natural parks and playgrounds. Of particular beauty is the cultivation of scenic areas along the banks of the Ottawa and its tributaries. They may be long in acquiring but will undoubtedly enhance the fusion of the city with its great natural setting.

No estimate of the cost of the proposals is submitted; but it is inferred that improvements in land values will in time offset much of the capital expenditure involved. Such a contention is difficult to appreciate, particularly when a great lateral spread of the entire city is to take place. It is an axiom that the dominant element in the improvement and maintenance of urban land values lies in the central core of an urban area, and not in the provision of limitless frontages along monumental arteries.

Thus in brief does the National Capital Plan treat the critical elements it contains. In essence the plan derives its heroic qualities from forces at play to create a capital city after a bygone European concept. That stateliness transplanted to other climes may produce a mirage of magnificence, neither achieving the essential qualities of its origins, nor reflecting the cultural complexities of the countries to which it is applied.

Mr. Gréber states that he has endeavoured as the instructions of government ordered, to plan for the future with broad vision and foresight. He "therefore discarded half measures, limited and shortsighted solutions, as well as Utopian suggestions". He has brought to his task his native genius, his remarkable gifts of creation, his masterly sense of visual beauty and his verve. With these attributes he has evolved a conception of a stately city which is infused with his unabated faith in the great destiny of the Capital of Canada. The proposals cannot be described in less forceful a term than drastic. In the magnitude of their implications and in the changes that they would bring in their train, the proposals would result in a total transformation of existing conditions.

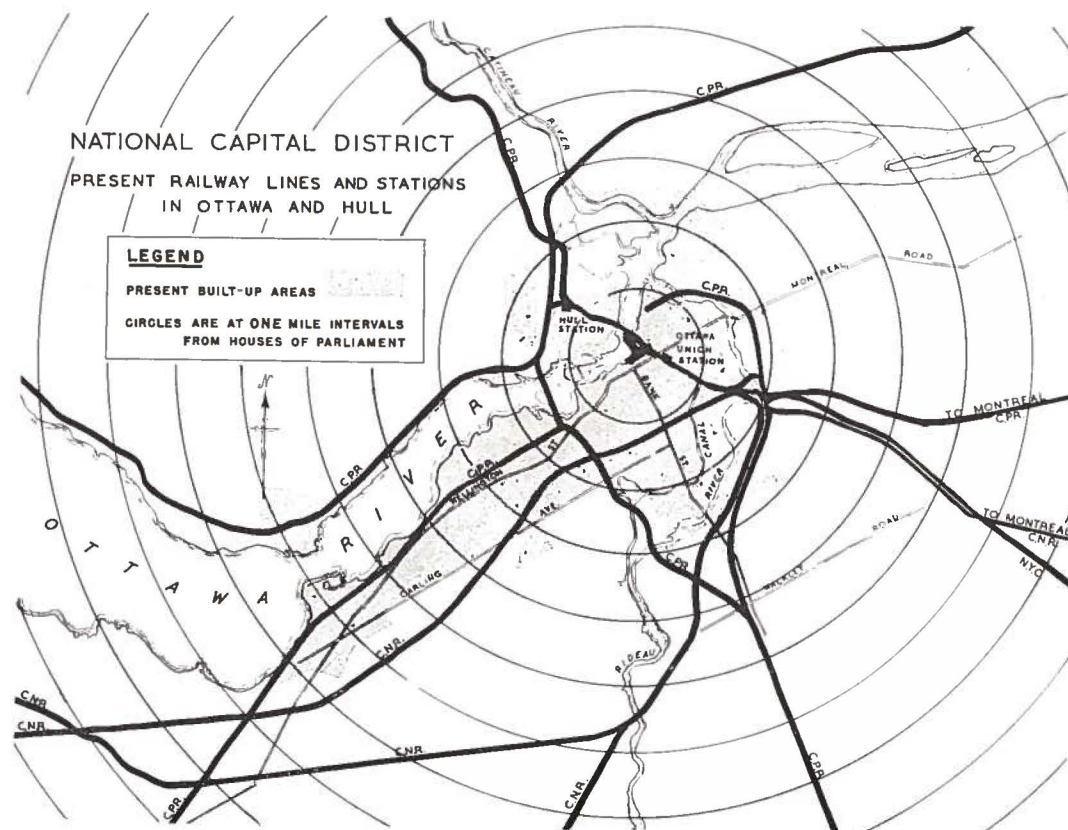
further steps

The Prime Minister remarked in the House of Commons that the plan for the National Capital "is the beginning and not the end" of endeavours to create a capital city befitting the stature of Canada. In my opinion the plan is a conception that treats with skill and distinction a complex problem difficult to reduce to a few simple generalities. Its value lies in the portrayal of an objective of great beauty. In the effort to attain such a goal it may have failed to achieve an acceptable compromise with this reality — the city as the institution of free men rebels against the impact of autocracy. The pursuit of the ideal of visual beauty may have obscured the significance of the structure of Canadian cities.

It is noteworthy that in the report there is no statement of humanistic ideals motivating the planning of the capital — in fact such ideals are rejected as impractical. On the other hand an eloquent plea is made for the attainment of beauty as a means of invigorating urban life.

The proposals are put forward not as finite and absolute but as a guide. As such the plan warrants public admiration. It is of significance to ensure that in the ultimate realization of the plan compromise is necessary to satisfy the dual purposes of stateliness on the one hand, and everyday requirements on the other. And this can be ensured only by the consent of the citizens — both of the National Capital and of the remainder of Canada. The opportunity is presented to accomplish through national, provincial, and municipal participation an achievement beyond the aspirations of most cities.

It is to be hoped that the report on the plan of the National Capital will be well debated in the House of Commons, but without party strife, and that government will commit itself. It is to be hoped that Parliament will summon as soon as possible a public inquiry into the technical implications of the proposals within each of the municipalities concerned. This inquiry should examine the impacts of the proposals upon the sources of municipal revenue and study the distribution of financial burdens that the proposals will impose upon federal, provincial and municipal authorities. The legal, administrative and technical needs most appropriate for the implementation of the scheme remain to be met. Only thus can a fitting capital for Canada be built by democratic means.



press comment on the national capital plan

A big, long-range project for a national Canadian capital at least the equal of any in the world was tabled in the Commons Friday, but what happens to it now, nobody is sure . . . The difficulty is Ottawa's location. For the plan necessarily will involve the complete agreement and approval of the federal government, the provincial governments of Ontario and Quebec, the civic governments of Ottawa and its sister city of Hull, Quebec across the river, and at least 28 smaller municipalities. —*Edmonton Journal*

The plan envisages the capital as a cultural centre for the arts and sports. It would scatter the centrally-located government buildings, shove all rail lines and industries to its edge, provide new road and bridge arteries, and surround the whole with a 'green belt' . . . It will involve co-operation between municipal, provincial and federal governments . . .

From an administrative point of view, the role of the national government in 'Greater Ottawa' may be described as that of a 'leading industry' . . . The nation, in making heavy investments . . . may well take the attitude of a prudent investor in seeing to it that they have appropriate settings . . . The problem of planning is to set up those safeguards by democratic methods. —*Winnipeg Tribune*

Ottawa is the capital of all Canadians, not merely those who live there. It is in the national interest that it be a capital of which all of us can be proud, and which will excite admiration of people from other countries. For, in a large measure, a country is judged by the nature of its capital . . . The Parliament Buildings and their immediate environs, the Driveway and the Rideau Canal already are beautiful. The natural setting is there for a wonderful capital . . . We should not be parochial. It is in the interests of all that Ottawa be developed to assume its place among the fine and beautiful capitals of the world. —*Windsor Star*

The long-awaited plan for the development of the Ottawa Federal District as a national war memorial was submitted to Parliament in its dying hours . . . Too little information is available yet to warrant discussion of more than the general merits of the plan . . . All this (transformation) is very fine, provided the planners have remembered constantly that the national war memorial is also a living city, with a population which must pursue the myriad functions of urban existence . . . Unless the Government is fully convinced that the new Ottawa will be primarily a place for people to live in, and only secondarily a monument, more harm than good could be done by carrying out the plan . . . Whatever the fate of the great Ottawa plan, it will have an influence far beyond its geographical limits . . .

—*Toronto Globe and Mail*

Because Ottawa is the capital of their country, most Canadians are interested in what it looks like. More and more we may expect them to make pilgrimages to Ottawa in order to inspect that city and more and more, as Canada takes on added stature, must we expect it to be visited by strangers from afar. Both classes of visitors will feel happier and prouder of Ottawa if it is progressively improved, whether in accord with the Greber "Master Plan" or in some other acceptable manner. —*Brockville Recorder and Times*

Ottawa will have to be made into a Federal District under direct control of the Dominion Government if speedy progress is to be made on the Master Plan of the National Capital area, according to authoritative sources . . . FDC officials don't know what to do about the deterioration of property in Ottawa's centre town. Eventually this may be solved by the creation of new parks or squares . . .

Actually, all the plan is, so far, is a very lengthy report, a mass of plans and pictures and two very interesting models . . . The groundwork for putting the plan into effect has to be laid . . . At present various building projects are under way in Ottawa, some of them fairly substantial, which are at complete variance with the elaborate plans so recently given publicity. —*Ottawa Journal*

The availability of men and materials for essential civic improvements, transition of the National Capital Plan from the drawing boards to actual construction, and Ottawa's annexation program, have brought matters to a point where financial arrangements between the Dominion and the city should be placed on a permanent basis . . .

Works Commissioner C. D. Wight (of the City of Ottawa) felt that the facilities of the National Capital Planning Service should be made available to the Ottawa Planning Board. The city was in possession of information of value to the Capital Planning Service, while much data now possessed by the Service would be of distinct use in advising applicants for housing subdivisions . . .

Though the Capital Plan contemplates vast improvements of national import, and is to be financed out of the people's taxes, no real effort has been made . . . to acquaint the public with the advantages of the project. On the contrary, information has been doled out in sporadic, piecemeal fashion — and usually with a reluctance that is difficult to understand. The Capital Plan is being jeopardized by this lack of enterprise in public relations . . . —*Ottawa Citizen*

The difference between a capital which is merely a centre of government, and one which is truly a nation's heart, is great. Ottawa has long been the former . . . Two weeks ago the government presented to Parliament a comprehensive master plan for the progressive and systematic development of Ottawa and its environs as Canada's national capital region. Behind that plan was King. It was produced by King's creation, the National Capital Planning Committee, and a staff of experts headed by a man King picked . . . No reliable estimate of the overall cost is possible. It is obvious that complete implementation of the plan will require hundreds of millions of dollars, but Greber maintains that a great increase in land values resulting from the improvements will justify his belief in the economic soundness of the project. —*Montreal Standard*

We think that, on the whole, public sentiment favours getting right on with the work. But unanimity is first needed, because the guiding principle of the plan is free will, the freest co-operation. Rightly, recourse to arbitrary methods is rejected in this case . . .

But disputed rights and jurisdictions become remarkably simple when it comes to their financial aspects: on that score all interests — municipal, township, county, provincial — line up with unusual unanimity, to foist all the expense upon the federal government . . .

The Greber Plan is essentially the work of technicians. It leaves to the interested authorities the task of resolving the administrative and legal problems . . .

When the municipalities, to keep their autonomy, ask financial help from Toronto, that very autonomous capital replies: make the federal government pay. On this score, no matter how autonomous they may be, municipalities agree with the province: they wish all the rights, but a minimum of financial obligation. No-one seems to realize that if the federal government does all the paying, it alone will have the say. —*La Presse, Montreal*

Every Canadian who takes pride in his country will cherish its capital. He will want it to be made more beautiful, more worthy of the part it plays as heart of the nation. Wherever he may live, the patriot who loves his home will look with pride to the city that is the centre of his homeland . . . —*Le Soleil, Quebec*

The 900-square-mile plan will necessarily involve the complete agreement and approval of the federal government, the provincial governments of Ontario and Quebec, the civic governments of Ottawa and its sister city of Hull, across the river, and at least 28 smaller municipalities. Such a degree of unanimity is not traditional in Canada's capital.

—*Halifax Mail-Star*

Planning Briefs

Supplement to Layout for Living No. 26, June '49

VANCOUVER—Increasing CPAC activities centre around the new provincial office at 500 Dunsmuir Street; the Division has submitted recommendations to a meeting of municipal officials to consider a lower mainland planning region. Regional planning was approved in principle April 25th, and a further meeting was arranged. A second News Letter has been published by the Division. Branch organization proceeds in Nanaimo, Cowichan, New Westminster and Vernon. Vancouver Branch Convenor Hugh Martin has been appointed chairman of the Civic Auditorium Committee; CPAC is also to be represented on the advisory committee on a housing authority. Vancouver Branch recently sponsored a talk on urban decentralization by Peter Oberlander of Ottawa. The Branch has elected Harry Duker as Convenor for the coming year.

Diversified industrial expansion is seen for B.C., including a large aluminum plant, power sites, steel mills, base metal smelting, hydro-electric and natural gas transmission projects. Four-fifths of all B.C. building now occurs outside Vancouver. At the same time, realtors point out that Vancouver land values are becoming more mature and less erratic; the high points are still Granville and Hastings, where passing pedestrians number four times those using nearby streets. Total assessment in the city is about half a billion dollars. Steady progress is made on Town Planning Commission's recommendations for arteries, civic buildings, housing and parks.

A twelve-acre shopping centre, said to be the largest in Canada, is to be built in West Vancouver. It will include a dozen major retail centres, restaurants, theatres, etc. The Penticton Town Planning Commission has resigned in a body because not enough of their recommendations were accepted by the City Council. Cottages for senior citizens are being built by the United Church in nearby Burnaby. Meanwhile preliminary steps are being taken to create civic buildings and parking lots for 5,000 cars involving the eviction of many tenants in downtown areas.

EDMONTON—Steps are under way to establish a CPAC Branch here; linkage with existing city groups is now being studied. The interest arises because Edmonton is growing so fast — by immigration and by natural increase. It is likely that \$60 million in buildings will go up this year, almost half of it housing. The city is selling its land at record rates, and almost every meeting of Council is confronted with zoning revision requests. Office, hotel and family living space is at a premium; residential development is spreading beyond the city boundaries to places like Calder and West Jasper Place. This gives rise to difficult servicing problems, especially in the latter place, which although quite without urban government facilities is now said to be the fifth largest place in the province.

Progress continues on large federal, provincial, civic and university building programs. Controversy surrounds published drawings of the extension to the Macdonald Hotel, which would eclipse by its size and simplicity the existing romantic building. Active commercial development around the new wing is expected. Already there is intensive study of downtown traffic problems, and off-street parking; Edmonton is faced with the need to pave many square miles of streets; it is suggested that the road construction be varied in proportion to the expected traffic load — which should be studied for other reasons as well.

The great activity in the oil fields is having many secondary effects: 20,000 additional horsepower of electricity is required in the oil fields themselves, oil and gas pipelines costing \$80 millions are in prospect and so on. Provincial highways and public works construction in 1949 will amount to over \$15 millions; roads in the national parks of Alberta will be improved by \$4 millions of work; the trans-Canada highway is still a live topic. Development costs for one oil company in Alberta during 1949 are forecast at \$30 millions; essential housing and company quarters at the new town of Devon are now far enough advanced to allow beginnings to be made on such items as the town's swimming pool. With the increasing population and claims upon the use of the land, renewed attention is given to the ways in which Alberta soil is being ruined for agriculture; experts warn that sizeable areas in the province are already lost.

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REGINA—The South Saskatchewan River project of the Prairie Farm Rehabilitation Administration will affect irrigation, hydro power and water supplies across half the prairies. Detailed surveys this year are under way on the \$70 millions program. This city is looking for a qualified planning officer to supervise the execution of major proposals now before the Council.

WINNIPEG—The importance to Manitoba of soil, forest and water conservation programs further west is beginning to be appreciated. Manitoba's hydro electric installations are growing in response to the industrial development of the province. Four out of every ten members of Manitoba's working force were now engaged in manufacturing; in the past two years one-quarter of the new industries have located outside greater Winnipeg. While lively interest is taken in further industrial development, and in the merits of Hudson's Bay and St. Lawrence routes to world markets, the ultimate salvation of America's heartland was seen by the Mid-Continent Council of Development Agencies to lie in more intensive investment and conservation in the area between the Missouri and the Peace. That a counter-balance to agriculture is being found in Manitoba's economy, is shown in that of the provincial government's \$25 millions capital budget for 1949, nearly three-quarters is for utilities. The shift away from Winnipeg is demonstrated in the rapid growth of places like Brandon, which now has a population of over 20,000.

First steps have been taken to set up a Metropolitan Planning Commission to work out the plan for Greater Winnipeg. A speaker at the Chamber of Commerce has said that the form of government in Winnipeg prevents effective execution of sound plans. The most talked-of planning questions are still the priority in building recommended bridges, and the parking provisions of the draft zoning by-law. How tight the downtown open space can be was recently shown when the Dominion wanted to buy a lane; merely to remove the utilities would cost far more than the listed value of the land. Consolidation of utility management may mean that wires in central areas of the city can be put underground. The city is making a \$3½ millions peace-offering to its rivers; one-third of the sum for flood walls when they get too high, and the remainder for steam power generation when they get too low.

While looking for additional veterans' housing, city council wants to know its whole cost — including school buildings for the residents. The Local Council of Women and others urge the setting up of a housing authority, so that the city can qualify for financial aid from senior governments. The House Builders' Association urged easier government credits so that every family could begin the buying of a house.

PORT ARTHUR—The Municipal Board of Ontario meets here June 15 to hear points of view on the draft zoning by-law.

WINDSOR—Speaking to the State Planning and Development Agencies here, the Premier of Ontario prophesied great development of the area following the completion of the St. Lawrence Seaway project. Bob-Lo Island in the Detroit River is up for sale. The Mayor of Windsor suggests its acquisition as a national recreation park for the border cities.

LONDON—Extensive flood control works in the Upper Thames River have been approved. London & Suburban Planning Board wishes to extend its area to comprise all the rapid suburban development taking place. Comprehensive planning of roads in Elgin County, of utilities in the town of Paris, and of water supplies for Aylmer is also urged.

HAMILTON—50 experts recently met here to discuss the future population of Canada. They observed that in the past, our function was somewhat as a training ground in which immigrants acquired levels of skill sufficient for them to take part in the American economy. The McMaster University conference concluded that the solution lies in more positive economic development of Canada. The Hamilton Branch of CPAC is now in full swing, meeting June 15 at the City Hall. Woodstock and Welland are holding town planning events in June, with aid from CPAC.

ORILLIA—A lively conference on the planning problems of the Lake Simcoe Region was held by 100 CPAC Members at nearby Jackson's Point. The attractions of smaller places for industry, and the dependence of Toronto on this area for food, water and open space, were especially stressed. In Orillia itself, a Town Planning Board has been named, a consultant and a building inspector appointed. It is hoped that Orillia Township will join in the plan.

Planning Briefs (Continued)

BRAMPTON—Sixteen municipalities in this area have been invited to discuss the setting up of a Credit River Valley Authority. The provincial Department of Planning and Development has already approved the establishment of the Etobicoke River Authority. It had been hoped that the federal government would match the provincial government's contribution towards the expenses of the Humber Valley Conservation Authority, but the provincial government appears unwilling to underwrite this conservation demonstration scheme without prior assurance of federal aid.

TORONTO—The proportion of people in Ontario over 65 has doubled in the last half century; in response to the need the Homes for the Aged Act has been passed, and a dozen municipalities are using the aid so given. Toronto University is considering a degree course in planning. CPAC's Ontario Division announces its Annual Meeting June 28.

Figures indicate that recent building in the suburbs had resulted in a reduction by 30,000 in the population of the city proper. The *Globe* says that central redevelopment will be too risky until piecemeal works programs are replaced by comprehensive planning. Recent undertakings by different municipal administrations include the first instalment of a multi-million dollar subway system, a three-million dollar school building program, a five-year program of waterworks improvements to cost over ten millions, another half-million \$ stage in Regent Park housing project, as well as a smoke abatement campaign. Other projects under way include large hospitals and skyscraper office blocks. The uncontrolled distribution of developments makes some downtown roads and sidewalks too congested to be useful; pedestrians as well as motorists must now reckon with a Magistrate when they violate traffic regulations.

The Dominion Mortgage Association was told here that the nation has doubled in the past 20 years the share of its wealth that it is prepared to spend on housing. The lending institutions helped to finance four out of every ten houses begun last year. The School of Architecture here will undertake a study to discover how design features were obtained on various Canadian housing projects. The Municipal Research Bureau looks with alarm at the thousands of new suburban homes whose occupants have no prospect of immediate piped services or schooling; they think that more or less automatic machinery is needed for the administrative consolidation of expanding urban areas. Nearby North York Township would give land to be sold and serviced by the city, rather than have city boundaries embrace the township.

NORTH BAY—It is suggested that the Planning Board be represented on a municipal body to review capital grants to veterans for their new houses. A control dam on the French River is proposed to prevent flooding in this city.

KINGSTON—Land for house-building is very scarce here, although there are extensive vacant areas; most of these have been avoided because of over-zoning for industry in the past.

OTTAWA—It is believed the rate of capital spending in Canada may be levelling off. The materials picture has eased so that the federal government can arrange priorities to any person building a house to cost less than \$10,000. Ottawa looks to provincial governments to help stimulate rental housing.

Contrary to widespread belief, Chairman MacKenzie of Canada's Atomic Energy Control Board says nuclear fission plants need not be so isolated as that at Chalk River, Ontario. The over-all cost of plant and townsite was \$25 millions, but "if the pile could have been built in a large industrial area where many facilities were available the cost could have been halved."

The North Gower Board of Trade has visited the Goulburn Planning Board to learn how planning has profited Stittsville; they were told that planning is in operation "to develop the community in such a way that it will be attractive, and to avoid heavy local improvement taxes". Soil tests in nearby Gloucester Township show that much land thought suitable for housing will in fact be hard to drain, but the Township shows a willingness to cede to the City of Ottawa some 8,000 acres for the ultimate development of the capital. Ottawa ranks with Toronto and Edmonton as places where inadequate land and services impair the housing program most acutely. This city's 40,000 dwelling units have taken up almost all the land within the present city limits.

The Parks and Recreation Association of Canada have asked the Minister of Health and Welfare to help in the co-ordination of recreation facilities in view of large sums now being committed to them; P.R.A.C. asked a national parks-program clearing house, expert public consultants on park design, films showing good recreation service, and federal grants-in-aid for municipal park building. A housing organization is being formed here to press the local authorities to take long term advantage of provincial and federal aid, as other Canadian cities are doing.

MONTREAL—Observers here are watching closely the progress of the St. Lawrence Seaway Bill in the United States Congress; they also note Governor Dewey has signed an act to develop the St. Lawrence power potential jointly with Ontario. Locally, traffic and park improvements, and municipal utilities have been approved as part of a \$36 millions long-term program. A site is being sought for a municipal concert hall. The new zoning by-law for the Abundisic and Villeray areas is now in force. McGill School of Architecture announces a summer course in Zoning to begin in late August.

The Annual Meeting, Quebec Division of CPAC takes place in the University of Montreal on the evening of June 16. A French-language CPAC conference will follow June 17 and 18.

The Minister of Reconstruction has said in opening a project at nearby Ville St. Laurent, that Canada is now adding a new dwelling to her stock every seven minutes. Completions in this city last year are estimated to number 9,000, and eviction proceedings are said to be under way affecting some 5,000 dwellings. CPAC Councillor Humphrey Carver recently addressed the Montreal Chapter of the Society of Residential Appraisers on the housing and planning research program of Central Mortgage and Housing Corporation.

QUEBEC—Vast iron ore deposits to the north east are already attracting major developments; while public authorities are dealing largely with means of access, some believe that Canadian governments should take an active part in the extraction of resources.

CPAC Members here are taking a lively interest in the facilities for tourists. Much controversy surrounds the reconciliation of growing hotel and travel needs, with the preservation of the unique urban character which is itself the main attraction to tourists. The Mayor has recently discussed with Premier Duplessis the housing needs of the city. Laval University is setting up an Institute of Urbanism. Housing and planning were main topics as Canada's Mayors met here.

Widespread tree-planting ceremonies have taken place in the Eastern Townships. The Engineering Institute were told here of elaborate plans to extend and improve the provincial highway system, especially in the Saguenay and Gaspé regions.

MONTMORENCY—The Councils of nearby Courville and this town have met jointly to deal with the physical development tasks they share.

ST. STEPHEN—Federal Reconstruction Minister Winters, speaking to the Board of Trade, urged that Canadian manufacturing should be more diversified and more evenly spread across the country. He pointed out that the disparity between plant expansion in the central provinces and in the Maritimes was being reduced; and he thought this region, with a working force of half a million of whom an unusually high proportion are construction workers, could greatly improve its industrial position. A growing feature in the Maritimes economy is the co-operative movement. Some 30 co-operative housing projects are under way, and tens of thousands of Maritimers are involved in all kinds of co-operatives.

HALIFAX—CPAC Members held two lively meetings here during May; particular attention has been directed by the Branch to the shortage of downtown parking, and to the want of easy entry to the city through the rapidly building up suburbs. Some official action has already followed the Association's initiative. A film evening was held by CPAC June 7.

ST. JOHN'S—Development of Newfoundland's facilities with federal aid is bound to be slow at first because federal measures were devised with a different local government framework in mind than that obtaining here. Ultimately, Central Mortgage and Housing Corporation is expected to engage in the usual joint loans on houses for private sale, and in other forms of aid. This city is said to be short by at least 2,500 dwellings, particularly for moderate rental. Provincial rent and eviction controls are tighter here than in the remainder of Canada.

more publications for distribution

Task Magazine 7/8 (1948)

First post war issue. Available in Canada for \$1.00 from the national office of CPAC, 56 Lyon St. Ottawa. A comprehensive illustrated summary of reconstruction programs and prospects in over a dozen countries on five continents, by very eminent people in the thick of those programs: Dudok, Tyrwhitt, Bauer, Faludi, Lasserre, the Syrkuses, etc. Outlines the work of international agencies in housing and planning. Includes a full list of bibliographies on planning, and a cumulative index to *Task* 1-8.

Community Planning in Canada. Fifty-six pages describing and illustrating the plans prepared for 17 Canadian communities, large and small. (25c)

Billion Dollar Challenge. Addressed to municipal officers, and reprinted from 'Civic Administration' Vol. 1, No. 1, this article observes that: "except where there is a comprehensive surveying and charting process running well ahead of the trenching machines and bulldozers, it can be said categorically that the taxpayer will not get his money's worth." (Free)

Yardville, U.S.A. The story, illustrated in colour, of the renewal of life and delight in some Philadelphia back yards; as told in *McCall's* for February 1949. (Free to Members only).

See also earlier list in LAYOUT FOR LIVING No. 23

publications noted

The following should be ordered through publishers' agents.

United Nations Dept. of Social Affairs

Housing and Town and Country Planning (Bulletin 2) April 1949. Available in Canada for \$1.00 from The Ryerson Press, 299 Queen Street West, Toronto. Contains major articles by Gropius, Crane, Oud and Solow, as well as shorter notes on housing, building science and planning in India, Poland, the U.S., Canada, Brazil, Britain, and Australia. Describes UN activities in this field; is illustrated, and contains a basic bibliography.

Manitoba. Post-War Reconstruction Committee

Town and community post-war planning, a report prepared for the Committee by Eric Thrift in 1944. Winnipeg, King's Printer, 1948 (reprinted). In 50 pages outlines the planning problems generally faced and the information generally available to Manitoba communities; suggests how to conduct employment and market surveys. Contains development plans, cost estimates, aerial photographs, etc. for four smaller Manitoba towns; has a good section on how to get proposals carried out. Includes 11 maps. Copies on request from Room 216, Legislative Buildings, Winnipeg.

Central Mortgage and Housing Corporation

Inter- and intra-provincial migration, January 1946 — February 1949. (Economic Research Bulletin No. 8, April 1949). Request from Information Division, C.M.H.C., Ottawa. Indicates that of the 3 million families in Canada, some 600,000 changed their addresses in each recent year.

Central Mortgage and Housing Corporation

Mortgage Lending in Canada, vol. 2 (1948). Request from Information Division, C.M.H.C., Ottawa. This annual factual summary on the conditions of real estate financing in Canada brings up to date the material covered in outline from 1919 in Volume 1. Shows sources of funds and costs to house purchasers, relating to 95% of the current mortgage business; reveals the part played by public agencies directly or jointly with private institutions. Contains a cross-section analysis of all types of real estate financing in the counties surrounding the national capital. Includes charts and tables.

Ontario. Dept. of Planning and Development

Guide to industrial development for the smaller communities of Ontario. Available from Trade and Industry Branch of the Department, 145 Yonge Street, Toronto. Outlines what new industries require to know of prospective localities, and what municipal authorities can do to supply facts, with the help of the Department, to the many firms now seeking sites.

Civic Advisory Council of Toronto

Working and living in Toronto; prospects and problems. (Report of a one day community research conference.) Toronto, the Council, 1948.

Hopwood, Alison and Albert Rose

'Regent Park: milestone or millstone?' in *Canadian Forum* vol. 29, No. 340 (May 1949). With half a dozen Canadian cities embarking upon the management of public rental housing, and with the nation acting as landlord to tens of thousands of families, a critical note by authors close to the Toronto experience of tenant relations may be of wide use. But to a degree the tenant relations — and public relations patterns generally — flow logically from the administrative structure of the housing authority itself. The Canadian experience so far suggests the need to re-examine what a thousand public housing authorities have learned the hard way, over the years, around the world.

Stewart, Cecil

The village surveyed. (This book was referred to in LAYOUT FOR LIVING Nos. 22 and 23; we are advised by Messrs. Edward Arnold of London that it is available in Canada through Longmans Green and Company. 215 Victoria St., Toronto.)

Bishop, Donald G. and others

Community planning in a democracy. Washington, National Council for the Social Studies, (1201-16th St. NW), 1948. (50c) Published for the Graduate School of Citizenship of Syracuse University, as Bulletin 21 of the Council. Continues earlier bulletins on local government and politics. Is intended as resource material for secondary school teachers of social studies etc.; and outlines: history and problems of community planning, social and economic surveys, suggested class projects and evaluation methods. Includes book and film lists. Briefly describes actual school contributions to local planning, somewhat like those in *The School Looks Around* (see LAYOUT FOR LIVING No. 22, page 3).

Crane, Fred A.

Planning cities for today and tomorrow. Toronto, Copp Clark, 1942. (45c) A fictionalized account of city life, pointing out the many instances where efficient layout affects daily living and how steps have been taken to improve cities by planning. Issued in the Basic Social Education Series; fully illustrated and apparently intended for reading in intermediate grades.

Woodbury, Coleman and Frederick Gutheim

Rethinking urban redevelopment. (Urban Redevelopment Series No. 1). Chicago, Public Administration Service (1313 E. 60th St.), 1949. (\$1) Based upon views of 40 planning and housing leaders who met in Chicago a year ago, asked to outline problems faced in rebuilding American cities. A first step toward an acceptable pattern for the financing, land acquisition and tenure, and use designations for the unfit parts of our cities. Includes bibliography.

Wilkens, E. B.

Mapping for planning; A procedural guide for the classification and mapping of land uses and related technical studies. Chicago, Public Administration Service (1313 E. 60th Street), 1948. (Publication No. 101: \$1.50) "To suggest a consistent technique in the mapping of basic planning data". Based on U.S. Natural Resources Committee and Virginia State Planning Board procedures and others, the colour indications closely resemble those called for by the British Ministry of Town and Country Planning. But these employ standard commercial brands of coloured pencil, and are simpler — a five-year-old got our copy and filled out the land-use category specimen-blanks by himself.

Hounsfield, R. B.

Traffic Surveys; practical methods for planners and road engineers. London, Iliffe & Sons, 1948. Discusses the value and method of measuring traffic flow simply and at regular intervals; very practical hints on briefing and feeding the survey staff, as well as on analysis and presentation of their findings. Covers road, path, rail and canal traffic. Suggests how to avoid blind guessing as to future traffic in altered circumstances. Contains tables, charts, photos and bibliography.

Hodges, Margaret B., ed.

Social work year book 1949. New York, Russell Sage Foundation, 1949. (\$4.50) Invariable high standard of this reference work is maintained. Articles on Housing and City Planning and on Canadian Social Work by CPAC Members Hugh Pomeroy and Harry Cassidy, respectively. Contains 80 topical reports, each with book list.